Apprenticeship in Nova Scotia
A Discussion Paper
March 2002

NOVA SCOTIA
Department of Education
Provincial Apprenticeship Board

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Prepared by the Nova Scotia Provincial Apprenticeship Board

This document is available on the Internet at <http://apprenticeboard.EDnet.ns.ca>.

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Foreword

When the Apprenticeship and Trades Qualifications Act and General Regulations were last revised in 1989, the economic climate in Nova Scotia was very different than today. Today's reality and a much different technological climate have led to significant changes in the administration and delivery of apprenticeship training in Nova Scotia. These realities are not adequately reflected in the 1989 act and general regulations.

Nova Scotia is an active player in apprenticeship renewal at the Atlantic and pan-Canadian levels. Through the Atlantic Apprenticeship Council (AAC) and the Canadian Council of Directors of Apprenticeship (CCDA), Nova Scotia actively participates in the development of occupational (trade) standards and associated labour mobility policies. This co-operative environment has forged strong partnerships among the provinces and territories and serves as a model for other interprovincial initiatives. This discussion paper is an example of co-operation between provinces. In 1996, the province of Alberta, through Alberta Apprenticeship and Training, produced a public consultation discussion paper entitled *A Vision for the Future—Alberta Apprenticeship and Industry Training*. Since many of the issues identified in the Alberta discussion paper capture the issues also identified in Nova Scotia, Nova Scotia requested and was granted permission to use segments of Alberta's document. Nova Scotia acknowledges and greatly appreciates Alberta's contribution to our initiative.

Your involvement is important. We look forward to your participation in this consultation process on the future of apprenticeship in Nova Scotia. We encourage any and all apprenticeship stakeholders to take the time to respond to the discussion paper questions.

Introduction

This discussion paper proposes a vision for apprenticeship training in Nova Scotia and includes issues identified by an industry working group that will serve to initiate discussion on the revision of the Apprenticeship and Trades Qualifications Act and General Regulations.

This paper is provided for your review and comment. Issue questions are included to focus your feedback. The responses and advice from industry, as represented by employers and employees including journeypersons, apprentices, and employer/employee associations, and from training institutions and other Nova Scotians will be used by the Department of Education to make recommendations to the Minister of Education. The recommendations will include a vision for apprenticeship training and proposed revisions to the Apprenticeship and Trades Qualifications Act and General Regulations.

Current economic conditions indicate that Nova Scotia is in a period of "relatively" strong economic growth and industrial development. This growth, along with the aging skilled work force, has created a significant challenge for Nova Scotia's apprenticeship training system to match a growing demand for skilled labour. The system will be under pressure to meet this growing demand, given that financial support may not grow at the same rate.

- In a 1999 study prepared by the Atlantic Provinces Economic Council (APEC), it was reported that "future demand for construction work and workers is entering a period of sustained growth in Nova Scotia and Atlantic Canada."
- In a June 2000 presentation to the Provincial Apprenticeship Board (PAB), Graham Conrad, Executive Director of the Nova Scotia Automotive Human Resource Sector Council, indicated "there is now a shortage of skilled technicians within the labour force right across Canada. Within the next 5–7 years, an estimated 14 percent of the existing labour force is expected to be leaving the trade."
- In a 1999–2001 Management Issues Survey report by the Alliance of Manufacturers and Exporters of Canada, 23 percent of the companies surveyed reported that technical skills are in need of improvement; 39 percent of the companies reported a shortage in machining personnel; 32 percent reported a shortage in tool and die personnel; 28 percent reported a shortage in other mechanical skills personnel; and 22 percent reported a shortage of welders.

Other changes in Nova Scotia's social and economic environment create challenges and opportunities for apprenticeship training:

- The Nova Scotia economy is restructuring. It has become more oriented to information and global competition. Work is becoming more technologically sophisticated and specialized.
- Nova Scotians want access to quality training that will help them be productive members of the work force, and enable them to be mobile and flexible when new work opportunities arise.
- Employers want workers to possess a variety of skills that permit them to be more flexible in the workplace.
- The Nova Scotia business community wants less government regulation.
- Federal and provincial funding for apprenticeship training continues to change, as is the case with funding for other adult learning programs in all jurisdictions. There will be little growth in public resources to support expanded training programs.
- Continuous improvement and productivity gains in program delivery are ongoing expectations of the provincial government and industry.
- Taxpayers are demanding greater accountability and efficiency from government.

In an attempt to better understand perceived skilled labour shortages, the Nova Scotia Provincial Apprenticeship Board surveyed high school students in order to determine their level of apprenticeship knowledge and the factors leading to their post-secondary decisions. To a great extent, most of what was observed in analysing the results is not much different than what was already known or suspected. The following was found:

- Most students (greater than 80 percent) believe their parents would like to see them go to university or community college after leaving high school. Very few (1.5 percent) thought their parents would like to see them become an apprentice/tradesperson.
- Students find the advice of teachers and guidance counsellors and family more useful than any other information sources in helping decide what to do when they leave school.
- Students have learned about apprenticeship more from family and class discussions than from any other source.

It also appears that current efforts haven't been very effective in creating apprenticeship awareness. The analysis found that

- Students have some awareness of skilled trades opportunities and tend to have positive perceptions of skilled trades but, appear to have limited knowledge of apprenticeship and the relationship between apprenticeship and skilled trades.
- Once their education is complete, students (based on their perceptions) are more likely to work in the fields of entertainment, education and personal/public and business services than in the fields of agriculture, energy, forestry, manufacturing and processing, pharmaceuticals, telecommunications and trades and construction.
- Students know much more about jobs in the entertainment field than jobs in trades and construction; and our high school students consider themselves strongest in the subjects English and communication and weakest in mechanical skill.

Nova Scotia's apprenticeship training system has evolved as a partnership with employers, employees, and government. Publicly funded training institutions (Nova Scotia Community College and University College of Cape Breton) are key participants in the system. The impact of social and economic changes on Nova Scotia's apprenticeship system needs to be discussed by these stakeholders and other Nova Scotians.

Your Role in the Review of Nova Scotia's Apprenticeship Legislation

This discussion paper is designed to introduce you to issues related to apprenticeship. Your expertise and experience can help us create a truly flexible, modernized, streamlined system that will enable Nova Scotia businesses to compete globally and attract new investors to our Province. We invite your responses to our discussion paper, the Apprenticeship and Trades Qualifications Act and General Regulations.

We value your comments. Please circulate and discuss this paper with your friends and colleagues to gather wider input. The discussion questions in the body of the paper are your opportunity to share your thoughts on the ideas contained in this document.

Please respond to the questions and/or send written comments on the issues raised in this paper by April 30, 2002, to

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Your input is essential to the successful development of a report to the Minister of Education that will recommend a vision for apprenticeship training as well as proposed changes to the Apprenticeship and Trades Qualifications Act and General Regulations.

Copies of this discussion paper, the Apprenticeship and Trades Qualifications Act and General Regulations and other supporting research documents are available through the above office or by accessing the following web site:

http://apprenticeboard.EDnet.ns.ca

Please support the process by providing your comments as soon as possible and no later than April 30, 2002.

Apprenticeship Explained

Apprenticeship is a method of learning in which practising experts (journeypersons) pass on knowledge and skills to learners (apprentices) in a workplace setting. It is an effective form of training that is widely supported and used around the world to address the needs of employers in dozens of industries. Apprenticeship is predominantly based in the workplace, with more than 85 percent of training taking place on the job. As a means of preparing people for a wide variety of occupations, the apprenticeship system has clear advantages over exclusively classroom-based skills training. For example, because apprentices are employed as workers, their training helps them develop the skills actually required in existing or emerging jobs in real workplaces. Apprenticeship training thus helps people acquire relevant skills that will help them find—and keep—secure, well-paying jobs.

The training standards are recommended by employer and employee representatives of industry and form the basis of the certification process upon successful completion of an apprenticeship. Apprenticeship graduates are highly employable and mobile in the labour market, because employers know exactly what skills a certified worker has to offer. Apprenticeship is a key element in Nova Scotia's training system. By helping build a skilled labour force, apprenticeship enables the province to attract the investment it needs for economic growth and job creation. The continuing availability of high-quality training is an essential part of a strategy to make Nova Scotia an attractive place for businesses to invest in and to enable Nova Scotia's businesses to be competitive in domestic and world markets. From a public perspective, apprenticeship training is highly cost-effective. Employers, while covering most of the costs of training, have productive employees in the workplace earning wages while they learn.

Apprenticeship training starts with a contract signed by three parties: the individual employer, the apprentice, and the province. The contract sets out the employer's agreement to provide on-the-job training to a standard recommended by industry representatives, and the apprentice's agreement to work for the employer, receive on-the-job training, and attend technical training when notified to do so. The signature on behalf of the Nova Scotia government verifies that the employer is able to provide quality training and that the apprentice's working conditions meet requirements set out in the regulations.

The technical component of training comprises approximately 15 percent of total apprenticeship training and is purchased by the province. Apprenticeship technical training is available in approximately 25 trades. About 95 percent of technical training takes place at the Nova Scotia Community College and the University College of Cape Breton. Technical training is increasingly available over the Internet through the Virtual Campus of the Nova Scotia Community College. In 2000–01, approximately 1700 apprentices participated in technical training.

Training Standards

The apprenticeship system is based on province-wide training standards. Standards provide the mechanism to match the training to the needs of industry. They take the form of detailed training outcomes—or "competencies"—and form the basis for technical training curricula and skill-based examinations leading to the certification of skilled journeypersons. They are also used to assess prior learning and experience for clients who are able to document employment experience equivalent to the apprenticeship program. Province-wide standards are intended to ensure employers that journeypersons and apprentices are able to perform work in their trades to standards that are clear, measurable, and comprehensive. The economy as a whole benefits when skilled tradespersons have the mobility to respond to shifting labour market demands.

Standards for apprentices are extended beyond Nova Scotia's borders through the Red Seal Program. The Red Seal endorsement attached to a Certificate of Qualification allows the journeyperson to work across the country without having to go through separate jurisdictional certification processes. All provinces have agreed to expand the Red Seal Program and other initiatives to further the mobility of skilled workers.

Administration and Client Services

The province supports the administration of the apprenticeship program through a network of four offices across the province. At present, Nova Scotia apprenticeship field staff have an average caseload of 450 apprentices each. Their time and energy are consumed by such tasks as contract registration, school scheduling, apprentice follow-ups, and dispute resolution. They have little time

for much-needed program-enhancement or program-development activities. The network provides a variety of client services. These include

- **employer-centred services,** e.g., assessing employer training needs, recommending appropriate training programs, developing training plans, and helping to implement training programs
- **administrative services,** e.g., registering apprentice contracts, delivering examinations, scheduling and following up on the technical component of programs, providing assessment of qualifications, and processing renewal applications for journeypersons who hold certificates of qualification
- **program-enhancement services,** e.g., promoting and marketing apprenticeship programs, monitoring on-the-job training, and acting as a third-party advocate for clients, including providing individual counselling

Through the act, the Minister of Education delegates authority for administration of the system to the Director of Apprenticeship. As the Minister's delegate, the Director has the authority to sign and issue certificates of qualification and certificates of apprenticeship and to approve training programs and delivery agents.

Apprenticeship Training Division Statistics

The number of participants in apprenticeship programs is climbing, although not at rate to address perceived growth and the rate of journeypersons retiring from the trades.

Section 19 (Trade Qualifiers) Applications

During the fiscal year 2000–01, 530 trade qualifiers applied through Section 19 of the General Regulations under the Apprenticeship and Trades Qualifications Act for eligibility to write certification examinations. Review committees assessed 554 files (24 from previous year); 422 were approved, 55 were denied, and 77 are pending. It is estimated that each application requires four person days to process. To date, there has been no cost-recovery for this service.

Applications	Fiscal Year 1997–98	Fiscal Year 1998–99	Fiscal Year 1999–00	Fiscal Year 2000–01	% Change
Reviewed	127	502	341	477	40%
Approved	98	412	297	422	42%
Denied	29	90	44	55	25%

Certificates of Qualification Issued

Certificates of Qualification are issued to apprentices who have successfully completed an apprenticeship program or to trade qualifiers who have met all the requirements of a trade and have passed the certification examination.

In 2000–01, 785 Certificates of Qualification were issued, representing an increase of 125 from 1999–2000. Of these, 408 (52 percent) were issued to completed apprentices, and 333 (42 percent) were issued to trade qualifiers. The remaining 44 certificates were issued to Certificate of Qualification holders from other jurisdictions who qualified for Nova Scotia certification.

Certificates Issued	Fiscal Year 1998–99	Fiscal Year 1999–00	Fiscal Year 2000–01	% Change
Completed Apprentices	319	288	408	41.7%
Trade Qualifiers	308	313	333	6.4%
Certificate Holders from Other Jurisdictions	89	59	44	-25.4%
Total	716	660	785	18.9%

On March 31, 2001, there were 4070 apprentices actively participating in the Apprenticeship Program. Of these, 198 were female and 3872 were male. This represents an increase of 238 active apprentices or 7 percent over 1999–2000 figures.

Active Apprentices at Year End

	1997–98	1998–99	1999–00	2000–01	% Change
Male	3253	3371	3594	3872	7.7%
Female	164	197	212	198	-6.6%
Total	3417	3568	3806	4070	6.9%

New Registrations

In 2000–01, 1216 new apprentices were registered, of whom 1172 were male and 44 were female. Registrations in the Automotive Service Technician and Construction Electrician occupations accounted for 28.5 percent of all new registrations.

New Registrations 2000–01

Trade	Actual	%
Automotive Service Technician	174	14.3%
Automotive Service Technician (Service Station Mechanic)	21	1.7%
Carpenter	78	6.4%
Construction Electrician	173	14.2%
Cook	76	6.3%
Gas Fitter	18	1.5%
Heavy Duty Equipment Mechanic	21	1.7%
Industrial Electrician	40	3.3%
Industrial Mechanic (Millwright)	128	10.5%
Machinist	33	2.7%
Motor Vehicle Body Repairer (Metal and Paint)	22	1.8%
Oil Burner Mechanic	29	2.4%
Plumber	71	5.8%
Powerline Technician (Lineman)	23	1.9%
Refrigeration and Air Conditioning Mechanic	18	1.5%
Sheet Metal Worker	29	2.4%
Steamfitter/Pipefitter	31	2.5%
Truck and Transport Mechanic	75	6.2%
Welder	57	4.7%
All Other Trades	117	8.1%
Total	1216	100%

Apprenticeship Legislation

The Apprenticeship and Trades Qualifications Act (1989) sets the legislative framework for the operation of the apprenticeship system in Nova Scotia. In summary, the act provides for

- a Provincial Apprenticeship Board to be appointed by the Governor-in-Council
- trade advisory committees to be appointed by the Apprenticeship Board
- a Director of Apprenticeship and Trades Qualifications
- the designation of trades
- the registration of apprenticeship agreements
- the power of the Governor-in-Council to make regulations pertaining to apprenticeship in Nova Scotia, including such matters as registration of apprentices; qualification for admission to apprenticeship; the course of training, the nature and number of educational classes, and the on-the-job training given to apprentices; minimum rates of wages for apprentices; the examination of apprentices; and the issuance of Certificates of Qualification as journeypersons

Discussion Issues

The following nine discussion issues have been identified through a review of Nova Scotia Apprenticeship background documents and reaffirmed through a committee of 20 industry representatives. These are not the only issues, and the paper does not explore every facet of each issue raised. With respect to certain issues, comparative data from New Brunswick, Manitoba, and Saskatchewan is provided.

1. Vision for Apprenticeship

There is a need to affirm/modify a vision for apprenticeship training in Nova Scotia. The following Vision of Apprenticeship training is currently in place:

> *a dynamic training and certification system that enhances Nova Scotia's economic development opportunities through quality Apprenticeship training and certification opportunities*

Nova Scotia's apprenticeship training system is a key component in the development of the province's work force. Nova Scotian businesses and industry want a system that has significant industry input, and is based on the apprenticeship model of on-the-job training and work experience combined with formal, technical training. Business and industry also want a system that is responsive to the needs of individuals and employers, is accessible to all qualified persons, promotes safety and mobility, is affordable for apprentices, employers and other taxpayers, and is accountable for quality results. Apprenticeship stakeholders believe the apprenticeship model is a preferred approach to learning for young Nova Scotians moving from school to the work force, and for adults training in a wide spectrum of industries and occupations.

Q 1. What do you see as the appropriate vision for apprenticeship in Nova Scotia?

2. Industry Involvement in Apprenticeship Training

Industry is the main partner in apprenticeship training. One of the key issues facing this partnership is the perception by industry of their role. Every year, more than 1,000 employers in Nova Scotia provide internship opportunities to more than 3,000 apprentices in 53 different trades. A number of changes to Nova Scotia's economic and business structure have created significant implications for the labour market and for the apprenticeship training system. Nova Scotia's labour market will always have a need for people with strong technical and trades skills.

The elements of the labour market framework that support apprenticeship require more resources if the apprenticeship system is to continue to be a viable means of developing the skilled and knowledgeable journeypersons required by the labour market.

Industry must play a leadership role in promoting the trades and occupations to young Nova Scotians. Employers should be encouraged to participate in school career counselling to provide information on the types of work they do and the skills and training needed to work in their trades or occupations, so that young Nova Scotians can make informed decisions about career possibilities.

Our current model of apprenticeship training reinforces the business cycle, rather than acting to balance skilled labour force requirements and skilled labour force supply over the longer term. During uncertain economic climates, apprentices may have difficulty finding an employer who is willing to hire them. This can result in uneven opportunities for apprentices, inefficiencies at training institutions, and a fluctuating supply of skilled labour for employers. Some employers' lack of awareness of the benefits of employing and training apprentices may also limit the number of training opportunities available.

Q 2. What is the role of industry in apprenticeship and how might the role be revised to increase industry involvement in the apprenticeship system, i.e., hiring more would-be apprentices, assisting in curriculum development, promoting trade careers, etc.?

3. Role, Function, and Make-up of the Provincial Apprenticeship Board

Currently, the act allows for the establishment of a Provincial Apprenticeship Board and trade advisory committees. The Apprenticeship and Trades Qualifications Act provides that

- The Governor-in-Council may appoint a Provincial Apprenticeship Board consisting of:
  - three or more persons representing employers and equal number of persons representing employees
  - one or more members at large
  - a person representing trades training in the province
- Each member of the board holds office during a term, not exceeding three years. Where a person has served two consecutive terms, that person may not be reappointed until three years after that person's last term of office expired
- The Minister may delegate a member of the board to be Chairman of the board
- The Minister may delegate two persons in the department to assist the board in carrying out its duties, one of whom shall be secretary to the board
- The board shall meet at least once every month, except during the months of July and August, at a time and place determined by the Chairman

A number of concerns have been raised over the years regarding the PAB. These include roles that are not well understood, the ability of the board to provide advice on the apprenticeship training system in a timely manner, the manner in which board members are appointed, and the level of accountability the board has with industry.

In 1994, the minister of the day disbanded the trade advisory committees. At the time it was felt that too many resources were allocated to too many inactive trade advisory committees. In their place, the department, through its Apprenticeship Training Division and Provincial Apprenticeship Board, established ad hoc committees to deal with issues as they arose. This new committee format has been used, but specific policies and framework for the committees have yet to be established.

Comparing Apprenticeship Boards

Board:	Manitoba	New Brunswick	Saskatchewan	Nova Scotia
Make-up	• equal employees and employers (5) • 2 public reps • 1 chairperson	• 5 employer reps • 5 employee reps • 2 government reps • 1 chairperson	• 2 employees recommended by the Minister • 1 rep from the Sask. Institute of Applied Science & Technology • 1 employee from each industry sector • 1 employer from each sector • 1+ people from under-represented groups	• 3+ employee reps • equal number of employer reps • 1 trades-training rep • 1+ members at large
Appointment Process	• Ministerial appointment	• Ministerial appointment	• Industry recommendation—Governor in Council appointment	• Ministerial appointment
Terms	• must not last more than 3 years • no more than 6 consecutive years • at least 3 years elapsed after 6 years before joining again	• no more than 3 years • 3 employee and 3 employer reps for 1 year appointments • can be reappointed • 3 years elapsed after 2 appointments before joining again	• no more than 3 years • eligible for re-appointment	• no more than 3 years • eligible for re-appointment
Quorum	• Majority of board present	• Majority and at least 2 employer and 2 employee reps	• At least 3 employees, 3 employers, and half of all other members	• Majority, including 1 employer and 1 employee rep

A redesign of the board and advisory committees may improve responsiveness to the changing industry environment and help keep training information current.

Q 3. How could a redesign of the board and/or trade advisory committee framework and functions better respond to the needs of industry? (i.e., term of office, division of powers between the Minister and the board and, roles/responsibilities)

4. Role and Function of the Apprenticeship Training Division

In a previous review of apprenticeship in Nova Scotia, it was suggested that the mandate of the Apprenticeship Training Division be

> *to facilitate access by Nova Scotians to institutional and on-the-job training opportunities resulting in careers as competent and qualified journeypersons who meet the labour market needs of the province*

In carrying out this mandate it was also suggested that the Apprenticeship Training Division should

- promote employer and apprentice adherence to the provisions of the Apprenticeship and Trades Qualifications Act pertaining to the apprenticeship training system through education and such other action as may be required by the act or its regulations
- develop and administer standards and measures, including examinations that assess the quality of workshop and institutional training programs leading to journeyperson status
- provide the department with advice and policy direction relating to the apprenticeship training system
- monitor Maritime, interprovincial, federal, and international initiatives with implications for Nova Scotia's apprenticeship training system and make recommendations for appropriate provincial action
- maintain liaison with the public, private industry, unions, employer associations, training institutions, and provincial, interprovincial, and federal government agencies with respect to the apprenticeship training system

When it discussed the responsibility of enforcement, the same review recommended that

- Responsibility for the administration and enforcement of regulations pertaining to the qualifications of an individual to carry out a specific trade more properly rests with those in the province responsible for the regulation of other labour-related (public safety) matters

A review of the administrative framework of apprenticeship training may be needed. Although not the focus of this current legislative review initiative, an administrative review could identify alternative means of administering the system or adjustments that could make the current administrative approach more efficient. Apprenticeship stakeholders may have suggestions on options for achieving administrative efficiencies. A guiding principle would be that any

proposed changes would need to ensure the continuity of high-quality administrative support to Nova Scotia's apprenticeship training system.

Q 4. How might the role and function of the Apprenticeship Training Division be changed to better respond to the needs of industry?

5. Regulatory Framework

The government has committed to reduce government regulation wherever it is appropriate and safe to do so. There are many levels of regulation within the Apprenticeship and Trades Qualifications Act and its regulations. Discussion is needed to determine which regulations must be retained, which regulations might be removed, and which regulations require revision.

Currently, specific trade regulations govern such matters as entrance requirements to apprenticeship training, terms of apprenticeships, wages paid to apprentices (as a percentage of wages paid to journeypersons), and the ratio of journeypersons to apprentices in both compulsory and non-compulsory trades. A review of regulatory requirements could examine whether it is necessary for government to legislate in a particular area, or whether there would be less intrusive means of assuring quality training.

The Apprenticeship and Trades Qualifications Act governs training and certification requirements in designated trades. The act provides for trades to be designated as either compulsory (currently 9 trades) or non-compulsory trades (currently 44 trades).

In non-compulsory trades, a person is not required to hold a trade certificate to work in the trade if an employer is satisfied that an uncertified person has the skills to do the work. Similarly, an uncertified, self-employed person may work in a non-compulsory trade.

In a compulsory certified trade, unless a person is an apprentice or is otherwise authorized to work, that person is required to hold a recognized trade certificate to work in the trade. In the past, public and worker safety have been the major criteria for designation as a compulsory trade.

The Nova Scotia Provincial Apprenticeship Board could work with industry to redevelop the criteria for designation as a compulsory trade. This could be followed by a review of all trades and redesignation where appropriate. The new criteria for designation as a compulsory certified trade would be centred on a risk analysis approach. This approach would gauge the probability and severity of adverse impacts on public safety, worker safety, and the environment associated with the materials, methods, or technology involved with the trade.

Q 5. How can current regulations be changed to better serve industry?

6. Role of Youth in Apprenticeship

Indications are that there will be many employment opportunities in the trades and occupations in coming years, and it is essential that young Nova Scotians be aware of these opportunities for well-paying and satisfying careers. There must also be improved access to trades at the high school level. In most of the provinces across the country, youth apprenticeship programs have been successful.

Youth Apprenticeship Program

	Manitoba	New Brunswick	Saskatchewan	Nova Scotia
Is there a youth apprenticeship Program?	Yes	Yes	Yes	No

The establishment of a youth apprenticeship program in Nova Scotia may result in the following:

- Student and public knowledge of the trades and occupations would be improved.
- The transition from school to work would improve for students pursuing a trade career.
- Young people would graduate from high school with a head start toward a trade career.

- There would be costs related to distributing information, expanding counselling services, and working with community businesses to provide local work experience opportunities.
- There would be costs to implement and maintain program.

Q 6. Does Nova Scotia need a youth apprenticeship program? If "yes," how should the province proceed in implementing a youth apprenticeship program? What are the considerations, guidelines, and commitment requirements?

7. Funding Apprenticeship

The Nova Scotia government funds the overall administration of the apprenticeship system . The direct costs for Nova Scotia's Apprenticeship Program include the combined cost of administering the system and developing training standards (about $1.7 million annually). The province also funds the purchase of technical training (approximately $1.9 million in 2001–02) and collects about $80,000 in certificate renewal fees. The total dollars allocated to apprenticeship training amounts to less the one-half of one percent of the total Education budget. Funding for apprenticeship training in Nova Scotia is significantly lower than in comparable jurisdictions across Canada.

Apprenticeship Funding, 2000–01

	Manitoba	New Brunswick	Saskatchewan	Nova Scotia
Salaries	2,558,600	2,165,000	1,660,000	1,374,000
Operating	913,500	580,000	855,000	606,000
Training	6,466,000	3,400,000	6,314,000	1,876,000
Other	968,600		2,316,000	
Total	$10,906,700	$6,145,000	$11,145,000	$3,856,000
Active Apprentices	4300	3500*	5306	4070
Red Seals Issued	564*	487*	884	614

*Source: Apprenticeship Annual Reports/Directors of Apprenticeship, *1999–2000 data*

Industry has expressed some interest in taking on more financial responsibility for training, but has also expressed concern that some employers do not contribute fairly to worker training. The concern is that only some employers participate and bear the costs of training apprentices, while others do not participate and hire only journeypersons.

Apprenticeship training is offered in half (27) of the designated trades in Nova Scotia. This training is funded through the Apprenticeship Training Division to the Nova Scotia Community College and University College of Cape Breton. Apprenticeship training is currently not offered in the remaining 26 designated trades because of low demand. Limited training funds greatly restrict the ability of the Apprenticeship Training Division to fund new training programs. Typically, newly designated trades would not be eligible/ready for apprenticeship training funds until three years following designation.

Apprentices in Nova Scotia currently pay tuition. Federal government training allowances have been discontinued. Employment Insurance benefits continue to be available for eligible apprentices while they attend school. Measures need to be taken to ensure that apprentices are not prevented from attending the in-school portion of their apprenticeship program because of financial barriers.

Further discussions are needed with the federal government about appropriate levels of support for apprenticeship training and apprentices. These might form part of negotiations toward a more apprenticeship-based federal-provincial agreement on labour market initiatives.

Growth in public funding is expected to be modest in coming years. New ways to finance growth in apprenticeship training need to be found by all participants. Apprenticeship training tuition and other cost-recovery measures are means to fund programming.

Q 7. *Is the current level of funding adequate and what should be the financial contributions of the partners (government, apprentices, employers, and others)?*

8. Training Options

Nova Scotia's apprenticeship system is founded on broad-based training. This approach enhances worker flexibility and mobility and is important to maintain. As technologies and industries change, and as business becomes more specialized, some employers and their employees may find that parts of the formal instruction and on-the-job training in their trade or occupation are not relevant and, therefore, not required. Without sacrificing the principle of broad-based training and worker mobility, training and certification could be made more responsive for apprentices in designated occupations. Training and certification in broad craft areas in some trades and occupations could be made available. Full training and certification in the trade or endorsements would continue to be available.

An example may be the Automotive Service Technician trade, where journeypersons have been trained in the mechanics of various systems in automotive technology (motor, breaks, exhaust, suspension, etc.). Many journeypersons may spend their entire careers in one of these components of the trade. There could be certification for each of these components and for the entire trade. In other jurisdictions, components of this trade have been designated as separate trades.

Q 8. *In what ways can apprenticeship training be more responsive to the needs of the Nova Scotia economy?*

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9. Roles of Employers and Apprentices in Apprenticeship Training

Apprentices, employers, and employees, training institutions, and the provincial government all participate and have roles and responsibilities in the apprenticeship training system.

Apprentices complete required programs of on-the-job training, work experience, and instruction leading to certification in a designated trade. Industry plays the lead role in the training system by identifying the standards for training and certification, identifying the need for training, and ensuring that the content and standards for training programs are current. Industry advisory committees (when appointed)

provide advice to the apprenticeship system on the training needs and content required by trades.

The Apprenticeship Training Division of the Department of Education works with industry advisory committees, other jurisdictions, and the board to develop training standards.

These roles and responsibilities have served the system well for many years and have provided stability and continuity while also accommodating a substantial amount of change. But rapid technological change, labour market adjustments, and public demand for greater accountability and efficiency from publicly funded programs and services are challenging current roles and responsibilities. Roles need to be clearly articulated so that all participants in the system know their responsibilities, and the system can grow and respond to the demands of the labour market.

Government will continue in its role of ensuring that legislation, policy, and financial resources support an apprenticeship training system that is accessible and responsive to Nova Scotians seeking training, meets industry's needs for skilled labour, and is also affordable and accountable to taxpayers.

Currently, most apprentices must sign a contract of apprenticeship with an employer who is either a journeyperson in the trade, or employs a journeyperson in the trade, to supervise the on-the-job training and work experience of the apprentice.

Most individuals who are interested in apprenticeship training begin their careers by seeking an employer, then entering into a contract of apprenticeship, which results in some on-the-job work experience followed by a first period/course of formal instruction. Other avenues leading to apprenticeship training exist. Individuals can choose to take a pre-employment program at a college or through a recognized high school program. They may also choose to complete a technical or technology program before seeking a contract of apprenticeship with an employer. Depending on the trade, credits are available toward the trade's formal instruction requirement. These alternative ways of beginning to train for a career in the trades and occupations could be better communicated. (Note: Since 85 percent of apprenticeship training is on-the-job training and work experience, prospective apprentices will still ultimately be required to find an employer who will train them.)

Q 9. What changes in the current apprenticeship system might encourage better participation by employers and apprentices?

Conclusion

Nova Scotia's apprenticeship training system has implemented significant changes in the last few years, resulting in a more efficient system. The skills of Nova Scotia's tradespeople and the quality of our training programs are recognized within and beyond our borders. There is no question that it is essential to Nova Scotia's economic success and the competitiveness of our labour force that we maintain our current high standards and reputation. A first step is to jointly determine a vision for Nova Scotia's apprenticeship training system and revise the legislative framework governing the system. We must then develop and choose strategies that will move us toward that vision. This discussion paper, *Apprenticeship in Nova Scotia*, has offered issues for discussion.

It is important to continue to promote apprenticeship and increase the public's awareness of the benefits of careers in the trades. With the participation and renewed commitment of Nova Scotians, industry, training institutions, and all other participants, we will ensure that Nova Scotia's apprenticeship training system continues to be a seen as a model for training skilled workers.

Glossary of Terms

Apprentice—A person who is employed in a trade/occupation designated under the Apprenticeship and Trades Qualifications Act and has entered into an apprenticeship agreement with an employer and the Department of Education, Apprenticeship Training Division. The apprentice agrees to work for the employer in exchange for extensive, supervised, on-the-job experience and technical training. A Certificate of Apprenticeship and a Certificate of Qualification are awarded to the apprentice when the certification examination is successfully completed at the end of the training.

Apprenticeship Agreement—A written agreement, including a joint agreement of apprenticeship, executed by an association, organization, or committee, or by its representatives, under which an employee is to receive, for at least the number of hours determined by the regulations, job training, on!the!job instruction, practical work experience provided by an employer, and related technical instruction in a designated trade.

Certificate of Qualification Holder—A tradesperson who currently holds a Certificate of Qualification in one of the 53 designated trades.

Certified trade—A trade that has been designated in accordance with the Apprenticeship and Trades Qualifications Act and for which a Certificate of Qualification is issued as set out by the regulations.

Compulsory trade—A trade where a person working at the trade is required to hold a current Certificate of Qualification, be a registered apprentice or improver, and have a temporary permit as set out by regulation or a current Certificate of Qualification bearing the interprovincial Red Seal.

Technical Training Standard—The outline of theoretical knowledge that an apprentice must acquire as determined by the program advisory committee in order to successfully complete an apprenticeship program.

Employers—Business and industry partners who have entered into an agreement with an apprentice and the Province of Nova Scotia to provide on-the-job skills training (practical). This includes a person, firm, association, organization, committee, or corporation or a provincial, municipal, or other public authority, whether incorporated or not, that employs persons, whether for remuneration or not, in a designated trade or work incidental or related to a designated trade.

Improver—A person applying for training in a trade who is currently employed in an occupation and through prior learning requires less than the full term of apprenticeship to acquire certification.

Journeyperson—A person who has acquired the knowledge and skills in a trade, occupation, or craft who has been awarded a Certificate of Qualification as attested to by a provincial or territorial authority.

Plan of Apprenticeship—All training required for completion of an apprenticeship agreement, including technical training as identified in the technical training standard and on-the-job training as established in the skill profile for the trade.

Pre-employment graduate—A graduate from an approved post-secondary pre-employment program who receives apprenticeship credit when registering in the Apprenticeship Program, based on successful completion of the pre-employment program.

Trade Advisory Committee—An ad hoc committee comprised of qualified and experienced individuals from the trade and teaching profession and appointed by the Department of Education.

Trade—An industry, craft, occupation, vocation, or business by which a person may earn a living.

Trade Qualifier—A non-apprentice who may be eligible to challenge the certification examination if he or she meets the criteria as stated in Section 19 of the General Regulations under the Apprenticeship and Trades Qualifications Act. Applicants must supply references to vouch for their skill and experience.

Apprenticeship Statistics (2000–01)

Overview of Apprenticeship 2000–01

Description	Total
Designated Occupations	53
Active Apprentices	4070
Active Employers	3005
New Apprentice Registrations	1216
Cancellations of Apprenticeship Agreement	438
Certificates of Qualification Issued	787
Certificate Renewals	1434
Clients Scheduled for Technical Training	1684
Completions (Graduates) of the Program	403
Examinations Written	1736
Interprovincial Red Seals Issued	614
Reinstatement of Apprenticeship Agreement	18
Section 19 Applications Received (PLA)	530
Section 19 Applications Processed (PLA)	477

Technical Training Delivered 2000–01

Location	Groups of Training
Nova Scotia Community College	82
University College Cape Breton—Halifax Campus	13
University College Cape Breton—Sydney Campus	14
Virtual Campus	1183 classes

Other Activities 2000–01

Description	
Record of Occupational Progress Books (logbooks)	14 developed/revised
Curriculum development/renewal	10 apprenticeship programs
Examination development/revisions	5 theory and 1 practical exam